THE NAVY'S RATING STRUCTURE AND CLASSIFICATION PROCEDURES

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Chapter I

Background and Evolution prior to End of World War II

In the transition from a hands off policy of isolation to a power which is to lead the Free World, and in taking this latter role, having to supply considerable material, money, and men, the United States has of necessity become quite budget conscious. Manpower is, and justly so, receiving considerable attention as an item to budget, particularly that segment which is to serve in the Armed Forces. The purpose of this paper is to explain the Navy's approach to setting forth the pattern of the types and quantities of enlisted men it requires to adequately discharge its mission in peace, in continuing cold war, or in an "all out" effort.

It should not be inferred that no pattern had heretofore existed because such is definitely not the case. The element of adequate exposition to enable justification of men required in quantative and qualitative terms intelligible to other Government agencies, to Congress, and to the public as a whole has, however, so definitely loomed large and important that the pattern must definitely be so built up that the Navy's effort to budget manpower may be readily evaluated under conditions in which procurement continues to become more and more difficult not only because of greater competition from other sources but of the sheer numbers of men required. The current rating structure is a significant step in this direction.

The general principles of the Navy's rating structure as a system to control and manage its enlisted personnel had evolved gradually from the time the Navy was first organized. Sensibly the system kept up with technological and sociological changes such as the transition from sail to steam; from wooden ships to steel and armor; from surface vessels only to the triad of surface components, submarines, and aircraft; from enlistment for specific cruises to enlistment for years of varied service. From a structure which recognized only some eleven different job families above the ordinary seaman level during the period of the Navy of the United Colonies it gradually grew to one recognizing some thirty-eight prior to World War II.

The pre World War II Navy was a close knit nucleus organization of less than 100,000 men in active service. This was augmented by Reserves of Fleet, organized, and Volunteer categories totalling some 38,000. The career aspect of the service was relatively attractive and the turnover correspondingly low. The foregoing, coupled with ample opportunity for training and a very gradual technological advance since the end of World War I made for a pool of versatile and competent men. This pool, however satisfactory it may have seemed, was indeed small when the naval service expanded some thirty fold in men during the period of World War II during which period technological advances became highly accelerated.

The radically reduced training time available for new personnel and the many new material advances imposed a severe strain

on the existing rating structure. Existing ratings were sub-divided for better definition of the attendant skills and many new specialist ratings were added as a measure of expediency. By V-J Day almost 200 ratings had come into being - including even that of Specialist (X), a catch all of frantic expediency. Recognizing the unsatisfactory aspects expediency had introduced into the system, the Bureau of Naval Personnel initiated a critical study of the problem utilizing officers, enlisted men, and civilians experienced in personnel management. The task was commenced in September, 1945.

Chapter II

Concepts and Considerations in Revising the Prior Structure

The naval service has, and indeed continues to, regard the rating structure as a primary instrument for the control and management of enlisted personnel. Basically, therefore, it remains a classification system. Rather than any radical revision the structure required critical study of the basic element - that of classification. It was in this light that a group of officers, enlisted men, and civilians, all chosen for their theoretical and practical knowledge in the field of personnel management were designated and assigned to the Research Division of the Bureau of Naval Personnel in order to analyze the problem, make recommendations, and suggest the format of revision.

The mushrooming of ratings during the period of World War II indicated the obvious need for critical information on (1) job analysis data consisting of (a) title terminology (b) job coding (c) location of job (d) job summary (e) job tasks (f) machines, tools, etc. (g) working conditions (h) job relationships (i) procurement sources; (2) qualifications analysis data consisting of (a) physical demands (b) personal characteristics (c) educational requirements (d) previous experience in related fields (e) experience in specific fields. This information was obtained from "on location" surveys both afloat and ashore. Some 1100 jobs were identified in this manner. Up to this point nothing may appear extraordinary and indeed it is identical to any of the projects completed by personnel departments in any progressive large civilian industrial enterprise for the purpose

of establishing base wage structures, promotional policies, and general personnel procedures.

The Navy does, however, have problems peculiar to itself which have a significant impact upon the integration of jobs into occupational grouping and in the general qualifications of personnel. One such peculiarity which requires close study of any grouping and the rating structure as a whole is the limited accomodations for personnel on board ship. This limitation not only definitely precludes "splinter" specialization but may indeed demand versatility in occupational fields. The foregoing is further compounded by the isolation of ships from sources of augmentation or replacement during combat situations which therefore requires assignment of fighting duties not necessarily related to routine occupational duties of enlisted personnel. To cite several examples of the latter: (1) The services of yeomen (clerk-typists and stenographers) in their given occupational specialty in battle or combat search may indeed be secondary to having additional men serving in the combat communications network or ammunition supply train to the guns. (2) The services of cooks, bakers, and stewards in the quantity required for routine service can be sensibly curtailed to be utilized in battle or combat search as the yeoman. (3) The services of storekeepers, essential in the routine of providing and accounting for clothing, food, ships stores and equipage becomes secondary in combat. Another aspect of peculiarity is that of utilization of personnel ashore. Certain occupational fields essential in units afloat have but limited use ashore yet it would be demoralizing on the one hand

and uneconomical on the other to consider retaining incumbents indefinitely at sea or retaining them inactive to have available their necessary skills.

Considerations such as outlined in the foregoing had guided the pre war rating structure as it evolved and were retained as sound. They continue to be implemented in the following concepts:

(1) An individual to be considered qualified to advance through successive stages of seniority should not only demonstrate technical competence in a given occupational field but should also demonstrate traits of general supervisorial ability, leadership, and adaptability. The former are referred to as professional qualifications and the latter as military qualifications.

(2) Symbols are necessary to identify different groups of navy jobs necessary to continuing service needs which require essentially the same aptitudes, training, experience, skills, physical and mental capacities in their execution. Such symbols and their description serve to offer tangible goals to the recruit, inhibit waste of skills, furnish convenient means of stating needed skills, contribute to the morale of the individual by identification with a kindred group, and form the basis for training programs. This symbol is termed "rating."

(3) Within each rating there should be provision for successive steps of advancement to stimulate morale and incentive by recognizing continuing satisfactory service and growing skills and experience. There had been and continue to be seven such

steps or "rates" in the structure.

The significant aspect of breakdown of the pre war rating structure being its lack of definition in ratings indicated that the only major revision of the structure be that of reorientation of the ratings based on the critical study of job and qualifications analysis data previously referred to. The following concepts with regard to rating groups were therefore formulated to be integrated with those preceeding:

(1) Establish ratings to be designated "General Service Ratings" of broad occupational content. These ratings are to be used for the regular naval personnel and reservists on active duty during peacetime in order to provide for broadly qualified well rounded personnel who can be advanced to positions of responsibility and authority in wartime.

(2) Review the foregoing ratings to determine major subdivisions of occupational content which subdivisions then be designated "Emergency Service Ratings." These ratings are to be used in peacetime only for inactive reservists. In wartime, however, all personnel are to be classified under this latter system to permit integration of reservists with regulars more quickly with reduced training time available the meanwhile affording all a more equitable basis in competing for advancement.

(3) Establish "Exclusive Emergency Service Ratings" to provide for the contingency of highly specialized occupations little used in peacetime but which may assume major importance

stage or "field" in the structure.

The significant aspect of broadening of the par- ticle structure below the level of definition in relative isolation was the only major revision of the structure as first it necessitated of the rules based on the original study of Jon- ung quantities were previously restored to. The following concepts which proved to relate stage were therefore formulated to be interested with those investigations:

(1) Materials relate to be designated "general category Category of atoms configurational content. These relations are to be used for the regular named particles and investigate the relative duty during peculiar to order to matrix for specific qualifica- well powered (phenomenal who can be employed to positions of chemical stability and existence in material.

(2) Matter its functions relative to information on par- ticles of configurational content which substantiate that the optical theorems certain details. These relations are in the same is particular only for identity properties. In material theories, all personnel are to be classified under this latter reasons to permit interaction of theories with neutrons some systems with removed treating like evaluate the theoretic different set a more relations basis in concerning the standard.

(3) Materials "Biological theories Series Relation" to provide for the consideration of briefly expanding constructions liable used in research how matrix more reason value relations

in wartime and therefore require personnel in active service to accomplish them.

The concepts foregoing together with administrative considerations to make for efficient and economical management suggested the following criteria for a satisfactory rating setup:

(1) Although the rating must serve the forces afloat by providing coverage broad enough so that, considering the limitations of berthing and messing facilities on board ship, it will in conjunction with other ratings accomplish all necessary tasks yet it must be constituted of such knowledge and skills to be within the capacity of enlisted personnel.

(2) The rating should be composed of occupational or work content in sufficient scope and range so that it indeed encompasses a family of jobs.

(3) Jobs which require essentially the same basic experience, training, techniques, abilities, and physical and mental capacities, should be classified under one rating.

(4) No rating should be established unless there is a sufficient number of personnel required of such occupational specialty to warrant the cost of training programs and related administrative personnel functions.

(5) The ratings should be so designed to enable enlisted personnel to be qualified in all respects for their ratings and rates therein within rationally equitable time intervals.

(6) Emergency service ratings should be considered in conjunction with general service ratings.

(7) The amount of knowledge and degree of work complexity

in mastering jobs within a rating should be such that a chief petty officer within the rating may supervise intelligently any job in the rating.

(8) The work content of ratings should be equalized as much as practicable in order that the condition of "equal work for equal pay" obtain.

(9) No rating should be established unless it can be utilized at sea or at an overseas naval activity in order to permit rotation of personnel.

(10) There should be a definite path of advancement from recruit to warrant rank for each rating established.

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Chapter III

The Current Structure

After the job analysis data and classification data were formalized and reviewed in conjunction with the concepts and criteria it was decided to set up twelve broad occupational groups each of which would then contain various associated ratings. The groups have been designated as follows:

1. Deck
2. Ordnance
3. Electronics
4. Precision Equipment
5. Administrative and Clerical
6. Miscellaneous
7. Engineering and Hull
8. Construction
9. Aviation
10. Medical
11. Dental
12. Steward

The general service ratings which are contained in each of the foregoing groups which currently number 62 are shown in Appendix 1. These general service ratings may be expanded to 131 designated emergency service ratings. From the ratio of general service ratings to emergency service ratings it will be noted that normally the occupational content is halved. In some ratings, however,

Chapter III

The Control Structure

Many job analysis data and classification data were formulated and involved in coordination with the researcher and methods it was decided to set up twelve areas representative of which would cover certain various occupational settings. These areas have been designated as follows:

1. Desk
2. Conference
3. Miscellaneous
4. Production Equipment
5. Assistantship and Clerical
6. Miscellaneous
7. Supervising and Shop
8. Communication
9. Janitor
10. Medical
11. General
12. Steward

The general service ratings which are mentioned in each of the Classified Group Relief Service as are shown in Appendix These general service ratings may be explained by the descriptive accompanying service ratings. From the basis of general service ratings by emergency service ratings is will be noted that normal the occupational content is noted. In some ratings, however,

such as Radarman (RD), Surveyor (SV), and pattern maker (PM) selection and training of personnel for narrower sections would be difficult and not too realistic. The general service and emergency service rating therefore is identical. On the other hand because of the special types of equipment involved it was considered sound to have certain aviation and construction general service ratings parallel to those found in other groups.

For purposes of primary identification of individuals in a general apprenticeship category preparing themselves for a specific rating it was deemed expedient to segregate them into seven branches. These are as follows: Seaman (Groups 1 to 6), Fireman (Group 7), Airman (Group 8), Construction man (Group 9), Hospitalman (Group 10), Dentalman (Group 11), and Stewardsman (Group 10). During the period individuals remain in the apprenticeship they successively rise through the levels of (branch) Recruit, (branch) Apprentice, prior to that of (branch) man. All but a very few who may enter the service on special program or quota enter basic or recruit training as Seaman Recruits. Either during or upon the completion of basic training after orientation and classification are they designated by other branch names.

From the basic apprenticeship through any given rating there are definite career steps (outlined in Appendix 2) leading to chief petty officer and thence to warrant rank. Twelve warrant officer titles are currently authorized by law. These are: Aerographer, Boatswain, Carpenter, Electrician, Gunner,

Machinist, Pay Clerk, Photographer, Radio Electrician, Ship's Clerk, Torpedoman, and Warrant Officer Hospital Corps. It should be noted that although there are but twelve warrant officer titles there are some thirty-seven warrant officer classifications. The latter was necessary in order to avoid combining unlike occupational fields in the duties of a single warrant officer. For example the rating groups Electricians Mate (EM) and IC Electrician (IC) lead to the warrant classification Electrician 7540 (Electrician) while the rating group of Aviation Electrician's Mate (AE) leads to the warrant classification Electrician 7510 (Aviation Electrician) and the rating group Construction Electricians Mate (CE) leads to the warrant classification Electrician 7590 (Construction Electrician).

In order to advance from recruit to chief petty officer there are definite requirements common to all ratings from level to level. These are:

(a) Service in current level. A definite period of time must be served in each level, rate, or pay grade. The length of this period is determined and promulgated to the service by the Chief of Naval Personnel. It is normally set at the minimum time in which it is considered the average individual can gain sufficient experience and training before assuming duties and responsibilities of the next higher level.

(b) Fitness marks assigned by command. A satisfactory record of proficiency in the field in which employed and in

military conduct is required of all personnel for definite periods prior to being considered eligible for advancement. In addition to such marks the individual must be recommended for advancement by his commanding officer. The recommendation would, of course, be a result of a review of the individual's marks and a critical estimate of his potential.

At this point a description of the Manual of Qualifications for Advancement in Rating, NAVPERS 18068, is pertinent. This manual is one of the significant results of the job and classification analysis studies embodying and implementing the concept of the current structure. It lists the minimum standards required for advancement in both military and professional categories. The military requirements are listed in one section, describing the fundamental qualifications for all military personnel and the general qualifications for each level of petty officer.

The professional qualifications, or minimum professional and technical qualifications required in order for a man to perform the specialty duties of a rating are given in another section. This section is divided according to the twelve occupational groupings which divisions are then subdivided according to included general service ratings. The general service rating subdivisions contain the definition of the particular rating with included definitions of emergency service segments. Following the definitions is a systematic listing of practical factors and examination subjects to be mastered. This is presented in

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tabular form for ready use and evaluation. Based on this manual are the remaining requirements for advancement in rating. These are:

(c) Training courses. Training courses designed for self education in the subjects an individual is required to be proficient in at various levels within his rating field have been prepared for most of the ratings. Ultimately such courses will be available for all ratings. These courses are accompanied by examination pamphlets on the subject matter which are administered by the local command. Satisfactory completion of pertinent courses is a necessary requirement in determining eligibility for advancement.

(d) Practical Factors. Each individual must be certified by his command to have completed satisfactorily the practical factors pertinent to the rate which he aspires to prior to being considered eligible for advancement.

(e) Examinations. Written examinations in both military and professional categories must be completed by individuals prior to advancement. Presently only the examinations required for petty officers first class to chief petty officer are administered at Bureau level. These are prepared by the Naval Examining Center and evaluated by that activity as well. In such manner all individuals eligible are competing on an equitable basis. For the lower levels area wide examinations are administered by cognizant commanders to fill quotas assigned by the Chief of Naval Personnel.

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regular turns for ready men and employment. Based on this method are the remaining requirements for advancement in rating. They are:

(c) Training courses. Training courses designed for civilian education in the subjects an individual is required to be proficient in at various levels within his rating field have been prepared for used of the service. Ultimately such courses will be available for all ratings. These courses are accompanied by examination pamphlets on the subject matter which are administered by the local command. Satisfactory completion of pertinent courses is a necessary requirement in determining eligibility for advancement.

(d) Personnel factors. Each individual must be qualified by his command to have accomplished satisfactorily his practical factors pertinent to the rate which he aspires to enter to obtain accurate criteria for advancement.

(e) Examinations. Written examinations in both military and professional subjects must be completed by individuals prior to advancement. Presently only the examinations required for petty officers first class to enlist petty officers are administered at Bureau level. These are prepared by the Naval Examining Center and evaluated by final activity as well. In general, all individuals eligible are competing on an equitable basis. For the lower levels more than examinations are available of independent examinations to fill vacancies assigned by the Chief of Naval Personnel.

In addition to the foregoing common requirements for all rate advancement, certain schools have been established for specific ratings. Completion of courses of such instruction may be a further requirement. The Chief of Naval Personnel promulgates from time to time instructions on the matter.

Standardization of the requirements for advancement in rating and the control of all its phases is without question of primary importance to the naval service to insure the availability of well qualified individuals who can be depended upon to carry out their assigned duties and responsibilities as conceived by the rating structure.

Integrated with the foregoing concept of graduated minimum qualification in the professional category is the codification of navy jobs. The some eleven hundred different types of jobs which were recognized in the analysis upon which the present rating structure is based were listed, codified, and defined and are now contained in the Manual of Enlisted Navy Job Classifications NAVPERS 15105 (Revised. Except for two special sections, each job code in the manual is made up of two letters and four digits. The two letters relate to a specific general service rating. Each of the four digit numbers following the letter groups is distinctive for a significant job classification. Added thereto as a suffix may be a two number code to identify the type of ship or station at which the job classification was assigned.

The job classification code is designed to identify a particular skill within a rating. It is not, however, intended to convey any restriction or limitation since rated personnel must meet all the qualifications of rating. On the other hand the job highlights particular significant skills for ready identification and utilization. Jobs are classified at three levels: Supervisory, Journeyman, and Basic. Each job is summarized at the beginning of the definition and followed by a detailed description of duties performed.

Administrative regulations have been issued directing that each enlisted person in a rating group be assigned a job classification to reflect his most significant skill within his rating. This is termed a primary Navy job classification. Should by chance a person possess or gain a significant job skill distinct therefrom, it is to be assigned as a secondary classification.

The two special sections of the Manual previously mentioned consist of: (1) codes to identify persons in apprenticeship category with special aptitudes while they are undergoing basic training, (2) codes which identify special programs which required special schooling and training (this category may only be assigned or revoked by the Chief of Naval Personnel) or exclusive emergency service categories and language qualifications.

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Chapter IV

Summary Considerations

The navy job classification coding should actually be considered the heart of the rating structure. Therein contained is the detailed information of the nature and extent of skills and knowledge required in manning the naval establishment. Even more important, however, is the concept of this process. In order to remain effective it has been realized that continuing analysis of jobs indicated by technological advances is essential. This work is even now going on.

Based on studies furnished by the Research Division of the Bureau of Naval Personnel the Rating Structure Review Board presented various recommendations to the Chief of Naval Personnel which after some modification by the latter and the Chief of Naval Operations were approved by the Secretary of the Navy. Significant among the results were: (1) the establishment of three new general service ratings- Guided Missleman, Aviation Fire Control Technician, and Aviation Guided Missleman; (2) amalgamation of the ratings of Aviation Electronicsman and Aviation Electronics Technician as well as the ratings of Printer and Lithographer; (3) various reorientation of emergency service and exclusive emergency service ratings.

Another aspect of the utilization of the navy job codes has resulted in evaluations of the degree of correspondence of

Chapter 17

Summary Considerations

civilian and naval occupational relationships. To date two such studies have been published. They are (1) Tables of Occupational Relationships (Part I) and A Study of Convertibility of Civilian Critical Occupations to Navy. These studies are the product of cooperative effort between the Department of Labor and Navy.

In the field of routine administration, the coding in conjunction with machine accounting methods has immeasurably enhanced control of manpower inventory and distribution. Such an element is indeed essential in the present period of partial mobilization and changing commitments in order to budget (1) the manpower now available in the naval service, (2) training programs of deficient categories (3) the quantitative and qualitative description of additional manpower required.

APPENDICES

1. Rating Groups and Symbols - CHART NAVPERS 170067-3
2. Paths of Advancement - CHART NAVPERS 170067-5

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